



BOROUGH OF HANOVER

SAFE STREETS ACTION PLAN

Existing Conditions Report

October 12, 2026



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I. Introduction

The Safe Streets Action Plan (SSAP) is a comprehensive, data-driven initiative aimed at eliminating roadway fatalities and serious injuries throughout the Borough of Hanover. Recognizing that every life lost on the roads is preventable, Hanover's leadership has officially committed to achieving zero roadway fatalities by the year 2040. The SSAP is partially funded by the federal Safe Streets and Roads for All (SS4A) program and serves as a strategic blueprint for creating safer and more accessible mobility. The plan prioritizes the safety of all travelers, including pedestrians, bicyclists, transit users, and motorists.

This Existing Conditions Report (Report) evaluated all publicly accessible transportation facilities within the Borough's boundaries and provides the baseline data for SSAP by using recorded and published data to accomplish three (3) purposes:

1. Identify the locations and severity of traffic crashes that have occurred within the Borough of Hanover
2. Review the impacts and safety concerns of flooding on Hanover's roadways
3. Review the current policies and programs in place that address safety.

Additionally, the Report analyses crash history, defines Hanover's High-Injury Network, conducts an equity assessment focusing on underserved communities, and outlines the next steps in the process.

The data of the Existing Conditions Report will be augmented by feedback provided by business owners, residents, visitors, and other stakeholders, leading to thorough and comprehensive solutions to identified safety problems. Following the Literature Review and Existing Conditions phase, the project will proceed through three additional phases: Safety Analysis, Strategy and Project Prioritization, and the Adoption of the Safe Streets Action Plan, as detailed below:

- **Safety Analysis:** This phase will utilize gathered data to pinpoint exact high-injury networks, conflict points, and systematic risk patterns across the Borough of Hanover's transportation network.
- **Strategy and Project Prioritization:** In this phase, the project team will develop specific infrastructure engineering, enforcement, and educational countermeasures, ordering them by urgency, cost, and safety impact.
- **Adopt Safe Streets Action Plan:** The final milestone is to compile the comprehensive safety action plan for formal adoption. This adoption will facilitate future planning and funding opportunities for the identified safety projects.

Figure I below outlines the steps and high-level approach for developing the comprehensive Safe Streets Action Plan for the Borough of Hanover.



SSAP Process

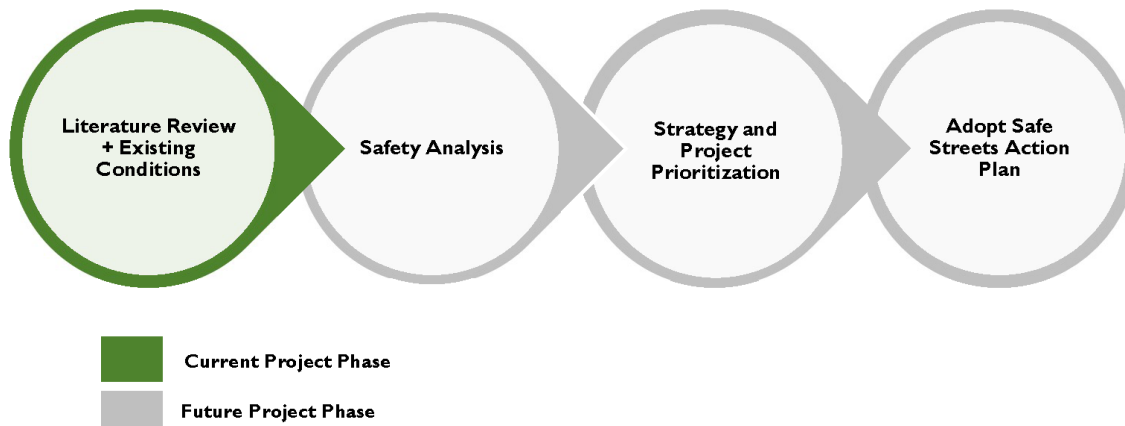


Figure I. SSAP Process

2. Policy and Regulatory Review

Existing policies, plans, guidelines, and standards were reviewed and are summarized below.

Public Safety Committee

The Borough's Public Safety Committee conducts public meetings with the aim of promoting safe pedestrian movement and navigation throughout Hanover. Residents can raise transportation concerns during these meetings or through the online "Report a Concern" system. The Public Safety Committee has established the following goals:

- Develop strategies and projects to promote clear and safe navigation throughout the Borough
- Promote safe pedestrian movement within the Borough

Micromobility Public Education¹

The Police Department has issued public guidance addressing legal and safe operation of motorized bicycles, scooters, minibikes, and licensing, roadway operation, and helmet requirements.

Special Events Ordinance and Traffic Control Procedures²

Chapter 309 establishes permitting, coordination, street-use, public-safety, and traffic control requirements for parades, races, bicycle tours, motorcycle rides, festivals, and other special events.

¹ Micromobility Public Education: <https://www.hanoverboroughpa.gov/DocumentCenter/View/1208/Micromobility-Letter>

² Special Events Ordinance and Traffic Control Procedures: <https://www.hanoverboroughpa.gov/DocumentCenter/View/1435/Special-Events-Regulations--Process-Chapter-309-Hanover-Borough-Code>



Hanover Trail Towns Program³

Hanover participates in the York County Trail Towns Program through collaboration among Main Street Hanover, the Borough, county agencies, residents, businesses, and trail organizations. The program promotes walking, bicycling, tourism, Downtown access, and connections between the Hanover Trolley Trail and Downtown.

Subdivision and Land Development Ordinance⁴

Hanover's SALDO regulates street coordination and required public improvements during development review. It provides a policy mechanism for requiring transportation infrastructure, access, sidewalks, and related safety improvements when applicable.

Hanover Borough Zoning Ordinance⁵

The Borough of Hanover's Zoning Ordinance is the official local law that divides the municipality into specific districts to regulate land use, building sizes and property development standards across the Borough.

Hanover Borough/Penn Township Joint Comprehensive Plan (2015)⁶

The Hanover Borough/Penn Township Joint Comprehensive Plan (2015) is a shared, long-range policy and planning guide that coordinated future land use, infrastructure, growth, and economic development between Hanover Borough and Penn Township.

³ Hanover Trail Towns Program: <https://hanoverboroughpa.gov/DocumentCenter/View/501/YCEA-Trail-Towns-Presentation-3-17-21>

⁴ Subdivision and Land Development Ordinance: <https://www.hanoverboroughpa.gov/260/Subdivision-Land-Development>

⁵ Borough of Hanover Zoning Ordinance: <https://www.hanoverboroughpa.gov/DocumentCenter/View/2907/Borough-of-Hanover-York-County-PA-Zoning-Ordinance-2385---Adopted-January-28-2026?bidId=>

⁶ Joint Comprehensive Plan: <https://www.hanoverboroughpa.gov/DocumentCenter/View/452/Hanover-BoroughPenn-Township-Joint-Comprehensive-Plan-2015>



3. Historical Crash Data Analysis (5-Year Baseline)

Crash data was analyzed using available data from the Pennsylvania Crash Information Tool⁷ (PCIT) for the time between January 1, 2021, and December 31, 2025. During this time, a total of 1,124 crashes were reported, including 5 that resulted in fatalities. Table 1 below summarizes the number of crashes per year, while Figure 2 illustrates the locations of these incidents.

Table 1. Crashes per Year

CRASHES PER YEAR	
YEAR	CRASHES
2021	225
2022	231
2023	224
2024	222
2025	222
Total	1124

Data Source: Pennsylvania Crash Information Tool

⁷ PCIT: <https://crashinfo.penndot.pa.gov/PCIT/welcome.html?TYPE=33554433&REALMOID=06-6e7f3fd5-ee48-4b22-8067-774762688650&GUID=&SMAUTHREASON=0&METHOD=GET&SMAGENTNAME=-SM-E%2bZZmVPChvgELWKfGIBgkUwXVKEogIGcRA5yjIPa9OazD3%2fSbooshnw8PzBLhpiK&TARGET=-SM-https%3a%2f%2fcrashinfo%2epennndot%2epa%2egov%2f>



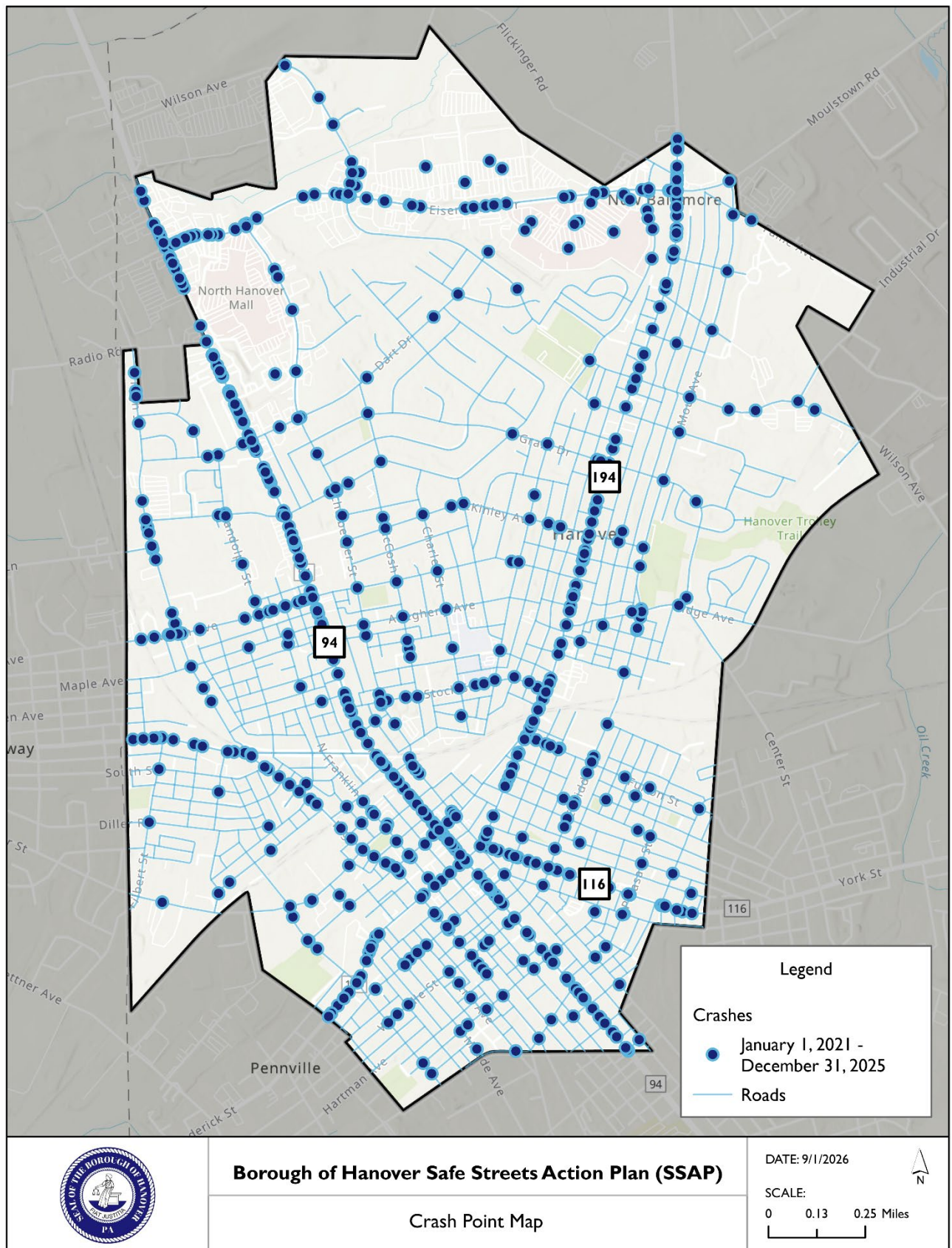


Figure 2. Crash Point Map



3.1 Severity and Typology

Out of a total of 1,124 crashes, there were 5 fatalities, 20 suspected serious injuries, 455 suspected minor injuries, 70 possible injuries, 54 incidents with unknown injury severity or status, and 520 crashes that were limited to property damage. Overall, the distribution of crash severity is more varied than the total crash density. While the highest-density locations of Hanover downtown (Downtown) have a significant number of property damage and injury crashes, the map also indicates that serious and other injury crashes are spread out along Eisenhower Drive and residential roads. Notably, 2 of the 5 fatal crashes occurred on Eisenhower Drive. Tables 2 and 3 summarize the Crash Severity Level and Crash Typology. Figure 3 illustrates the crash locations, and their severity level and Figure 4 shows the areas where crashes are clustered and where hot spots occur.

Table 2. Crash Severity Level

CRASH SEVERITY LEVEL	
CRASH TYPE	CRASHES
Fatal	5
Suspected Serious Injury	20
Suspected Minor Injury	455
Possible Injury	70
Unknown Severity	37
Unknown if injured	17
Property Damage Only	520
Total	1 124

Data Source: Pennsylvania Crash Information Tool

Suspected = likely reportable but not yet confirmed

Possible = may be reportable but evidence is incomplete

Unknown = no confirmed information on reportability

Table 3. Crash Type

CRASH TYPE	
CRASH TYPE	CRASHES
Angle	579
Rear End	200
Hit Fixed Object	143
Non-Motorist	59
Same Direction Side Swipe	55
Head On	46
Opposite Direction Side Swipe	19
Non-Collision Events	16
Backing	4
Unknown	3
Total	1 124

Data Source: Pennsylvania Crash Information Tool



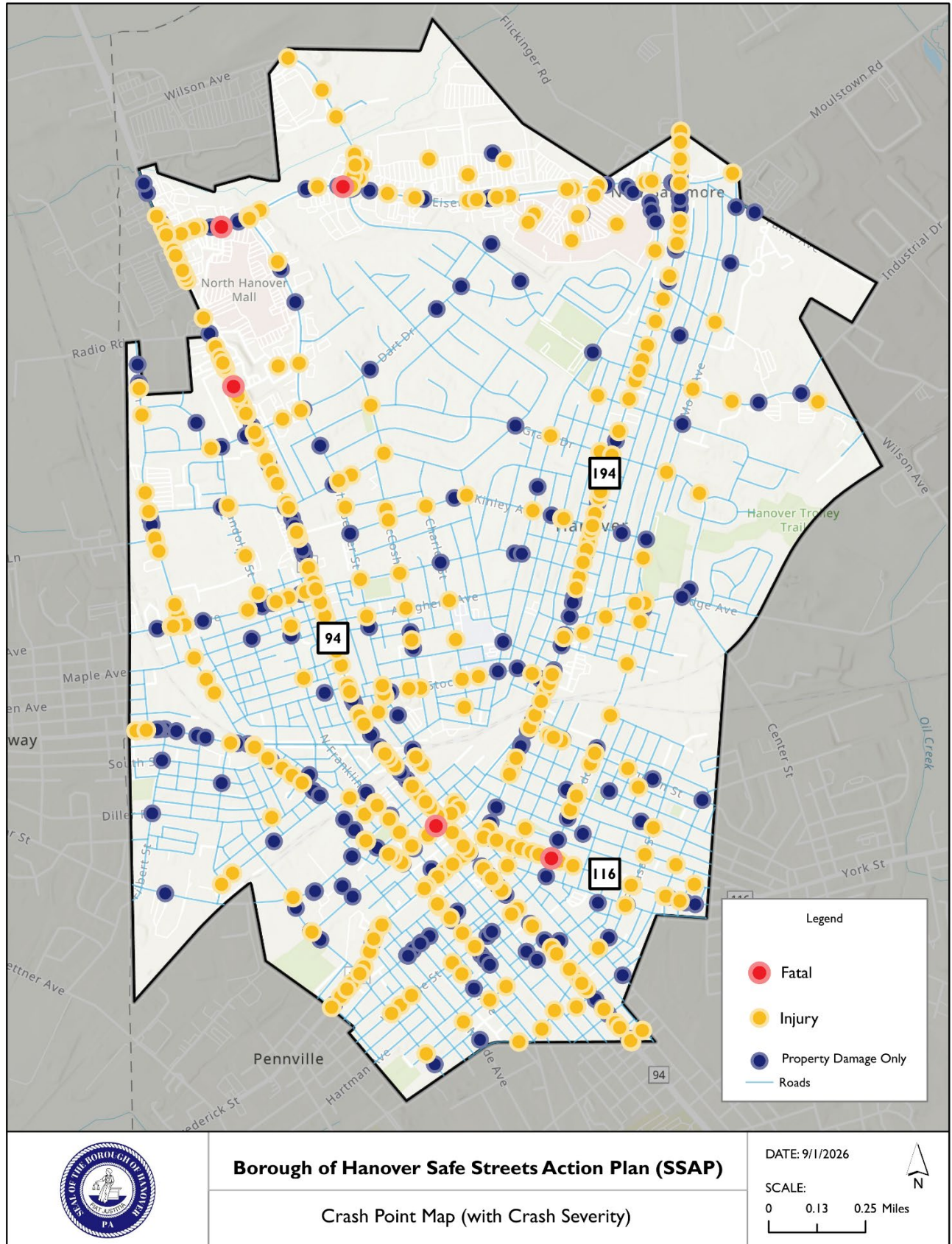


Figure 3. Crash Point Map (with Crash Severity)



3.2 Contributing Factors

Crash contributing factors are the specific conditions, behaviors, or environmental elements that increase the likelihood of a crash or worsen its severity. Tables 4 through 8 summarize contributing factors, including Driver Actions, Road Conditions, Illumination, Weather, and Environmental/Roadway Factors, respectively.

Table 4. Driver Actions

DRIVER ACTIONS	
	ACTIONS
No Contributing Action	911
Proceed W/O Clearance	265
Other Improper Driving	174
Improper/Careless Turn	144
Affected Physical Condition	106
Driver was Distracted	94
Running Redlight	87
Running Stop Sign	77
Too Fast for Condition	46
Improper Entrance to Highway	38
Tailgating	35
Careless Pass/Lane Change	32
Others	131
Total	2140

Data Source: Pennsylvania Crash Information Tool

Table 5. Road Condition

ROAD CONDITION	
	CRASHES
Dry	912
Wet	193
Sand/Gravel	14
Slush	4
Other	1
Total	1124

Data Source: Pennsylvania Crash Information Tool

Table 6. Illumination

ILLUMINATION	
	CRASHES
Daylight	840
Streetlights	227
Dark	28
Dusk	20
Dawn	9
Total	1124

Data Source: Pennsylvania Crash Information Tool



Table 7. Weather

WEATHER	
	CRASHES
Clear	896
Rain	130
Cloudy	53
Snow	12
Cloudy, Rain	9
Clear, Cloudy	6
Clear, Rain	4
Freezing Rain, Snow	2
Other	2
Rain, Other	2
Blowing Snow, Cover	1
Blowing Snow, Slush	1
Total	1118

Data Source: Pennsylvania Crash Information Tool

Table 8. Environmental/Roadway Factors

ENVIRONMENTAL/ROADWAY FACTORS	
	CRASHES
None	1061
Slippery Ice/Snow	38
Other Weather Condition	13
Glare	6
Other Roadway Factor	5
Other Environmental Factor	2
Animal in Roadway	1
Deer in Roadway	1
Obstacle on Roadway	1
Sudden Weather Condition	1
Total	1129

Data Source: Pennsylvania Crash Information Tool

3.3 Crash Patterns Analysis

South/Downtown area of the Borough - The southern and downtown areas of the Borough have the highest concentration of crashes. The heat map shown in Figure 4 indicates clusters primarily along Baltimore Street/PA 94, Chestnut Street, Frederick Street, Centennial Avenue, York Street/PA 116, and the surrounding Downtown street network. This suggests that the issue may stem from problems within the roadway corridor and network.



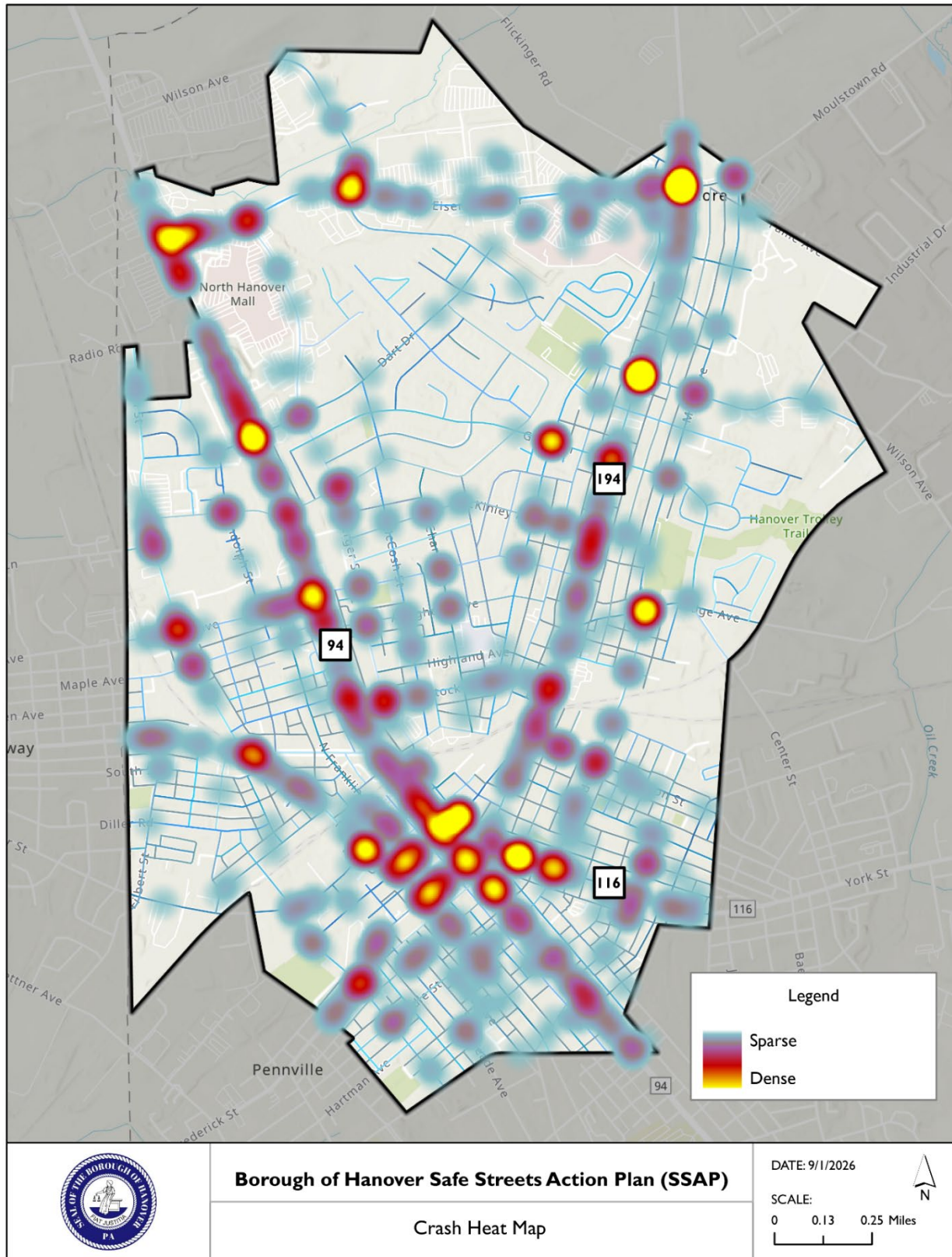


Figure 4. Crash Heat Map

Hotspots in Downtown area - Downtown has identified several crash hotspots characterized by recurring angle crash patterns. The PCIT Report outlines specific actions contributing to these incidents including proceeding without clearance (12%), making improper or careless turns (7%), and running red lights or stop signs (4%). Across the Borough, angle crashes account for 579 of the total 1,124 crashes, which represents 52% of all incidents. This indicates that issues related to intersection operations and right-of-way compliance are central to the safety analysis.

Eisenhower Drive near PA 194/Keagy Avenue - The eastern end of Eisenhower Drive, near the intersection with PA 194/Keagy Avenue in the northeastern part of the Borough, is a notable accident hotspot. Records indicate a high frequency of angle, head-on, and rear-end crashes in this area, often linked to left turns and red-light violations. Other smaller clusters of accidents have occurred near the western end of Eisenhower Drive/High Street, along Clearview Road, and at various locations on Elm Avenue. While these clusters are less significant than those in the Downtown, they still warrant a closer examination at the intersection level, particularly where several injury crashes overlap.

Time-of-Day Patterns - Time-of-day patterns align with traffic exposure trends. The highest number of crashes occurs between 3 and 4 p.m., followed by the late-afternoon period, with Fridays recording the most crashes. These patterns may be influenced by school dismissals, commercial activities, and afternoon commutes.

3.4 Potential Safety Improvement Locations

The Borough of Hanover identified several locations for potential safety improvements based on community complaints and known past incidents. Crash data from PCIT was incorporated into the mapping of these locations, facilitating a comparison with the identified projects. Table 9 below summarizes the number of crashes that occurred at each location between January 1, 2021, and December 31, 2025.

Table 9. Crash Count at Potential Safety Improvement Locations

CRASH COUNT AT POTENTIAL SAFETY IMPROVEMENT LOCATIONS	
	NO. OF CRASHES
High Street and 3 rd Street	4
Clearview Road and Grant Drive	1
Broadway and Wilson Ave	4
Ridge Ave and E Middle Street	6
Ridge Avenue and Center Street	0
Maple Avenue and High Street	2
Eisenhower Drive Extension Project (New Bypass)	33

Data Source: Pennsylvania Crash Information Tool



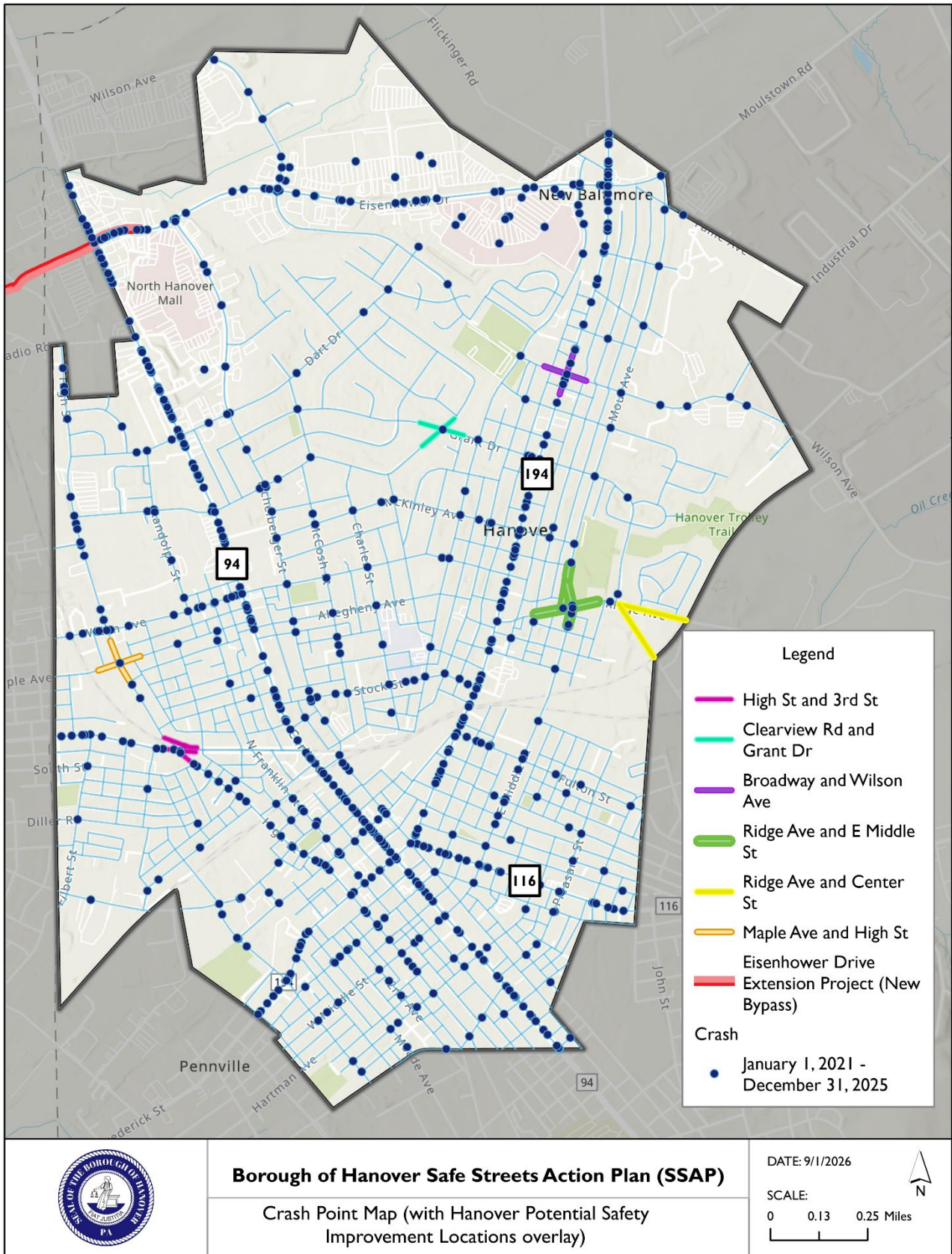


Figure 5. Crash Point Map (with Hanover Potential Safety Improvement Locations overlay)

4. Flooding in Hanover and Its Effects on Road Safety

Hanover has a history of flooding that creates significant safety hazards on its roadways. Data from the PCIT tool indicates that approximately 13.4% of crashes that occurred between January 1, 2021, and December 31, 2025, happened during rainy or wet conditions (see Table 10. Weather). To better understand the connection between the flooding in Hanover and past crashes, flooding hotspots identified by the Plum Creek Watershed Stormwater Model, as well as locations reported by local media outlets, have been compared against historical crash data.

Table 10. Wet Weather Crashes

WET WEATHER CRASHES	
	CRASHES
Rain	130
Cloudy	53
Snow	12
Cloudy, Rain	9
Clear, Rain	4
Freezing Rain, Snow	2
Rain, Other	2
Blowing Snow, Cover	1
Blowing Snow, Slush	1
Total	214

Data Source: Pennsylvania Crash Information Tool

Hanover Plum Creek Storm Water Model

The Hanover Plum Creek Stormwater Model identifies six localized hotspots flooding within the Plum Creek watershed in Hanover Borough. These areas have been chosen because the flood depths exceeded 0.5 feet during the modeled 10-year storm event and have been linked to undersized stormwater infrastructure, low-lying terrain, or stream backwater effects. The identified hotspots are identified in the list below.

- Hot Spot 1 - N Forney Avenue
- Hot Spot 2 - Fleming Avenue / Meade Avenue / W Walnut Street
- Hot Spot 3 - Poplar Street near Staiman Recycling
- Hot Spot 4 - High Street between Gail Street and W Chestnut Street
- Hot Spot 5 - Pine Street between Sprenkle Avenue and High Street
- Hot Spot 6 - Fulton Street between Spring Avenue and Pleasant Street

Flood Locations Identified by Local Media Outlets⁸

Local media reports in the Hanover, Pennsylvania area have identified specific streets and intersections that are prone to severe stormwater ponding and flash flooding due to heavy rain downpours. These locations are identified in the list below.

- High Street (near Clearview Road/Utz Quality Foods)
- Poplar Street (300 Block)
- Carlisle Road
- Eichelberger Street (700 Block)

⁸ Local Media Outlets include Evening Sun, WGAL & abc27 News.



- Elm Avenue/Elm Street
- Clearview Road area

Figure 6 below illustrates the flood hotspots identified in the Hanover Plum Creek Stormwater Model alongside the flood locations reported by local media sources, correlating them with crashes that occurred during wet weather conditions (including factors such as rain, clear/rain, cloudy/rain, freezing rain/drizzle, rain/other, and rain with severe crosswinds).



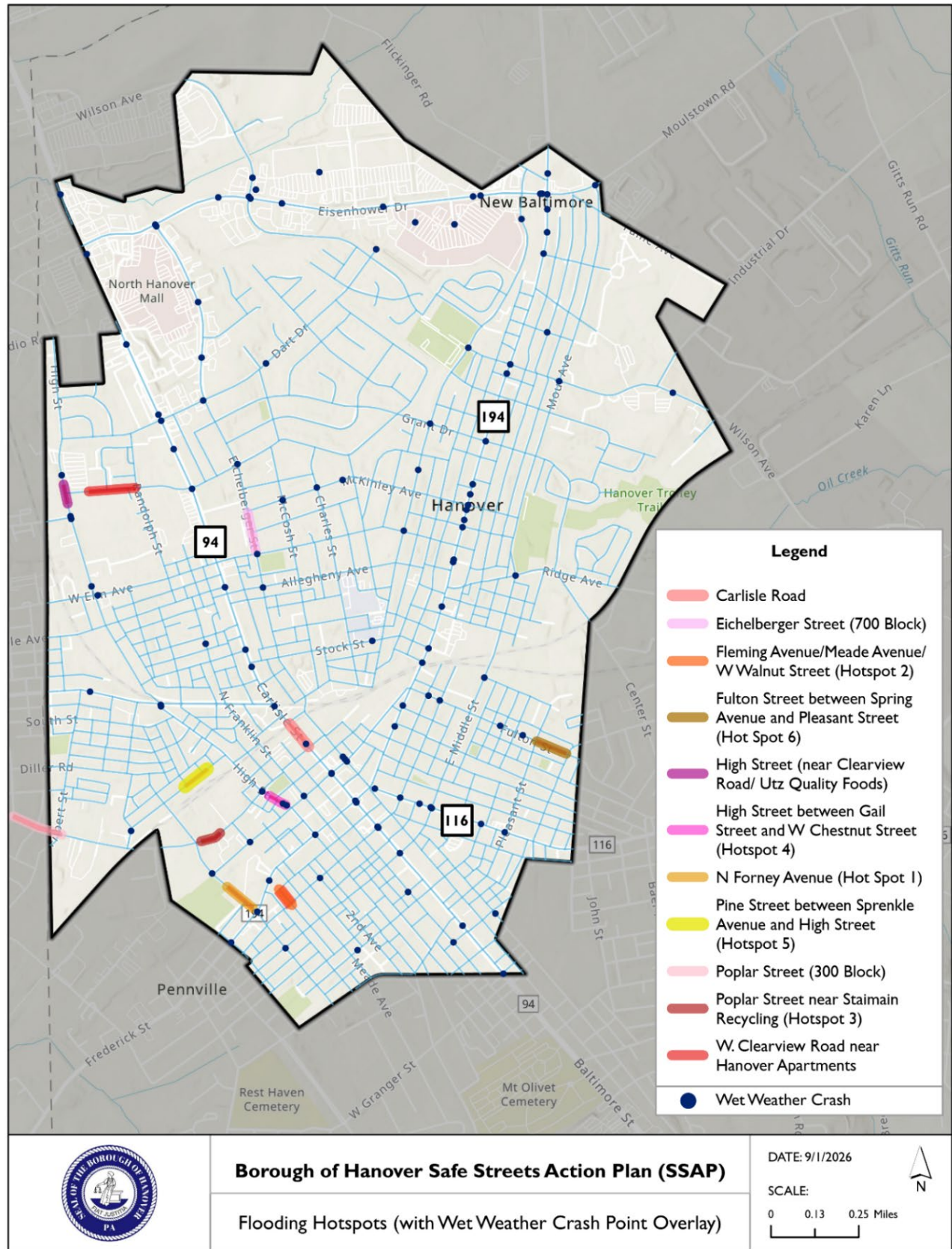


Figure 6. Flooding Hotspots (with Wet-Weather Crash Point Overlay)



5. High-Injury Network (HIN)

High Injury Networks (HINs) identify sections of roadways with the highest concentration of crashes that lead to fatalities or serious injuries within the transportation network. The roadways highlighted in Figure 7 below indicate the corridors in the Borough of Hanover that carry a higher risk of injury, considering all modes of transportation. Table 11 summarizes the roadways and segments that are considered part of the High-Injury Network. A more detailed safety analysis will be performed in the study's next stage of analysis, allowing the HIN to be further broken down to identify high-injury networks specific to modes, including pedestrians, bicyclists, motor vehicles, motorcycles, and large trucks (>10,000 lbs) and for HIN Intersections to be identified.

Table 11. High-Injury Network Roads in the Borough of Hanover

HIGH-INJURY NETWORK ROADS IN THE BOROUGH OF HANOVER	
ROAD NAME	SEGMENT
Baltimore Street/Carlisle Street	Through Borough of Hanover Boundary
High Street	Frederick Street to Poplar Street, Jackson Street to 3 rd Street, W Elm Avenue to W Clearview Road
York Street	Eagle Avenue to Broadway
Eisenhower Drive	Carlisle Street to Eichelberger Street, Wilson Avenue to George Street
Wilson Avenue	Moul Avenue to, Eisenhower to
Broadway	Through Borough Boundary, Allegheny to Grant Drive, Wilson Avenue to Flickinger Road
Frederick St	Kilpatrick Avenue to Carlisle Street
North Railroad Street	E Chestnut Street to Library
3 rd Street	High Street to Borough of Hanover Boundary
W Hanover Street	Centennial Avenue to S Forney Avenue
Centennial Avenue	W Walnut Street to W Park Avenue
N Franklin Street	Frederick Street to
W Middle Street	Kilpatrick Avenue to Carlisle Street
W Chestnut Avenue	High Street to Carlisle Street
E Middle Street	York Street to Grant Drive
Pleasant Street	S Railroad Street to Baer Ave
Fulton Street	Broadway to E Middle Street
Eichelberger Street	Allegheny Avenue to Clearview Road
Randolph Street	W Elm to W Clearview Rd
McKinley Avenue	George Street to Broadway
McCosh Street	West Ave to McKinley Ave



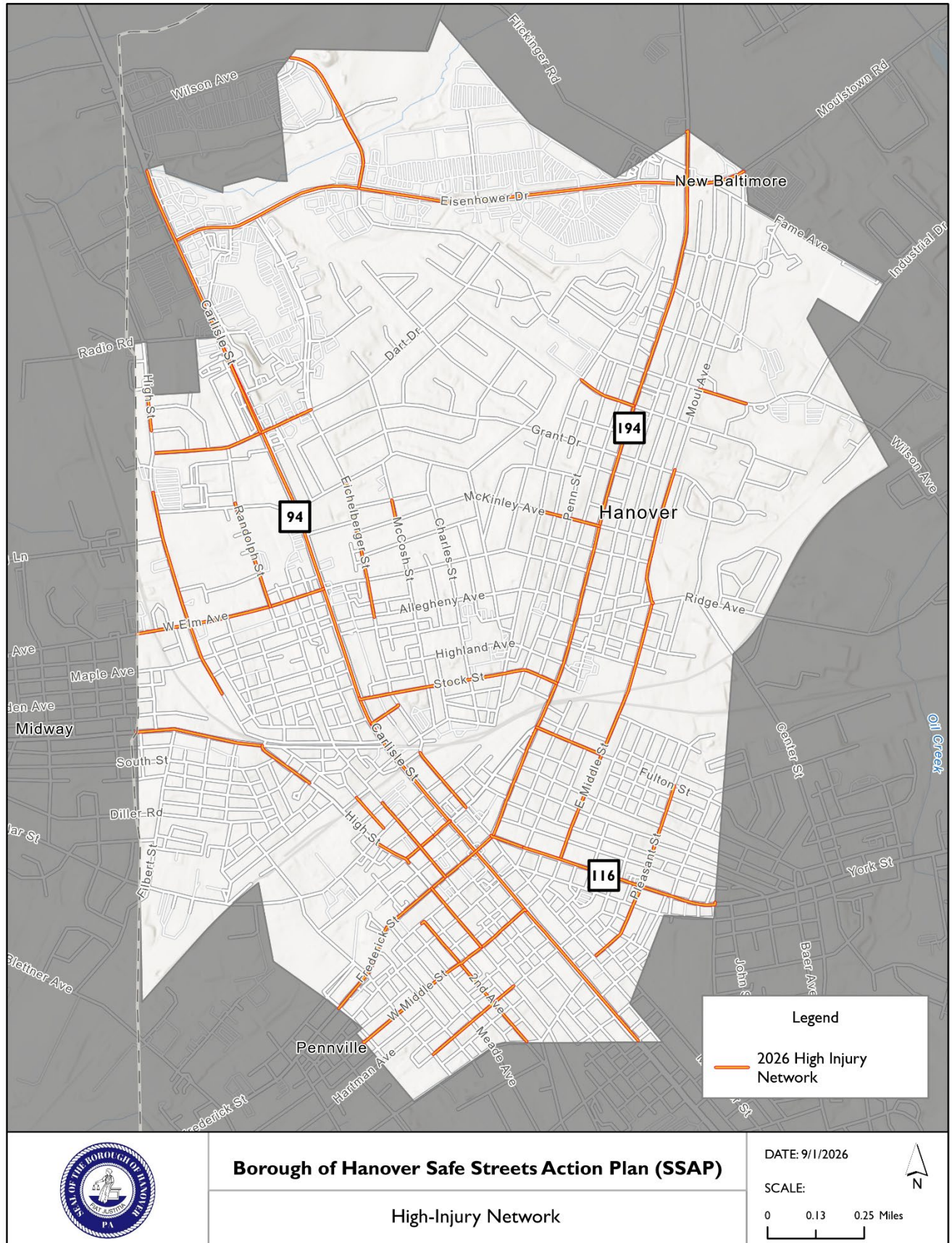


Figure 7. 2026 High-Injury Network (HIN)



6. Existing Infrastructure and Network Volumes

6.1 Shared-Use Paths + Trails

Aside from the bidirectional bike lanes on Cherry Tree Court, Hanover lacks any shared-use paths, designated bike lanes, or off-street pathways in its street network. However, there is one bike route designated by PennDOT that runs through the Borough and there are several shared-use paths and bike lanes that are either planned or in the preliminary stages of development.

PennDOT Bike Corridor (PA Bike Corridor)

The Pennsylvania Department of Transportation (PennDOT) identifies BicyclePA Route JS, which runs east-west between Seven Valleys in York County and Gettysburg in Adams County. The portion of this route that runs through the Borough proceeds north-northeast along Frederick Street, passing through Center Square to Broadway Street, then turning east onto York Street, and finally southeast onto Blooming Grove Road.

Hanover Trolley Trail

The Hanover Trolley Trail is a rails-to-trails, off-road pathway that begins at 151 Moul Avenue and extends 3.4 miles to Jacobs Mill Road. The final planned route envisions a 16.5-mile corridor connecting Hanover to West Manchester Township.

Planned County Bike Corridor + Future Two-Way Bike (Commerce Loop, Buchart Horn)

Two studies, the Hanover Trolley Trail Downtown Connector Plan and the Parks, Recreation, Open Space & Trails Plan: Shaping Our Future 2024-2033, envision a series of "Green Alleys" and bike lanes that create a Downtown core loop of pedestrian trails, along with protected bike lanes connecting the Downtown to the Hanover Trolley Trail and the York County Heritage Trail. While various alternatives are being explored, the ultimate plan aims to establish a loop around the perimeter of Hanover, utilizing Eichenberger, Eisenhower, Stock, and Penn Streets, along with Elm Street and Railroad Street.

Figure 8 below illustrates the current route of the PennDOT Bike Corridor, along with the planned and preliminary Shared-Use Paths.



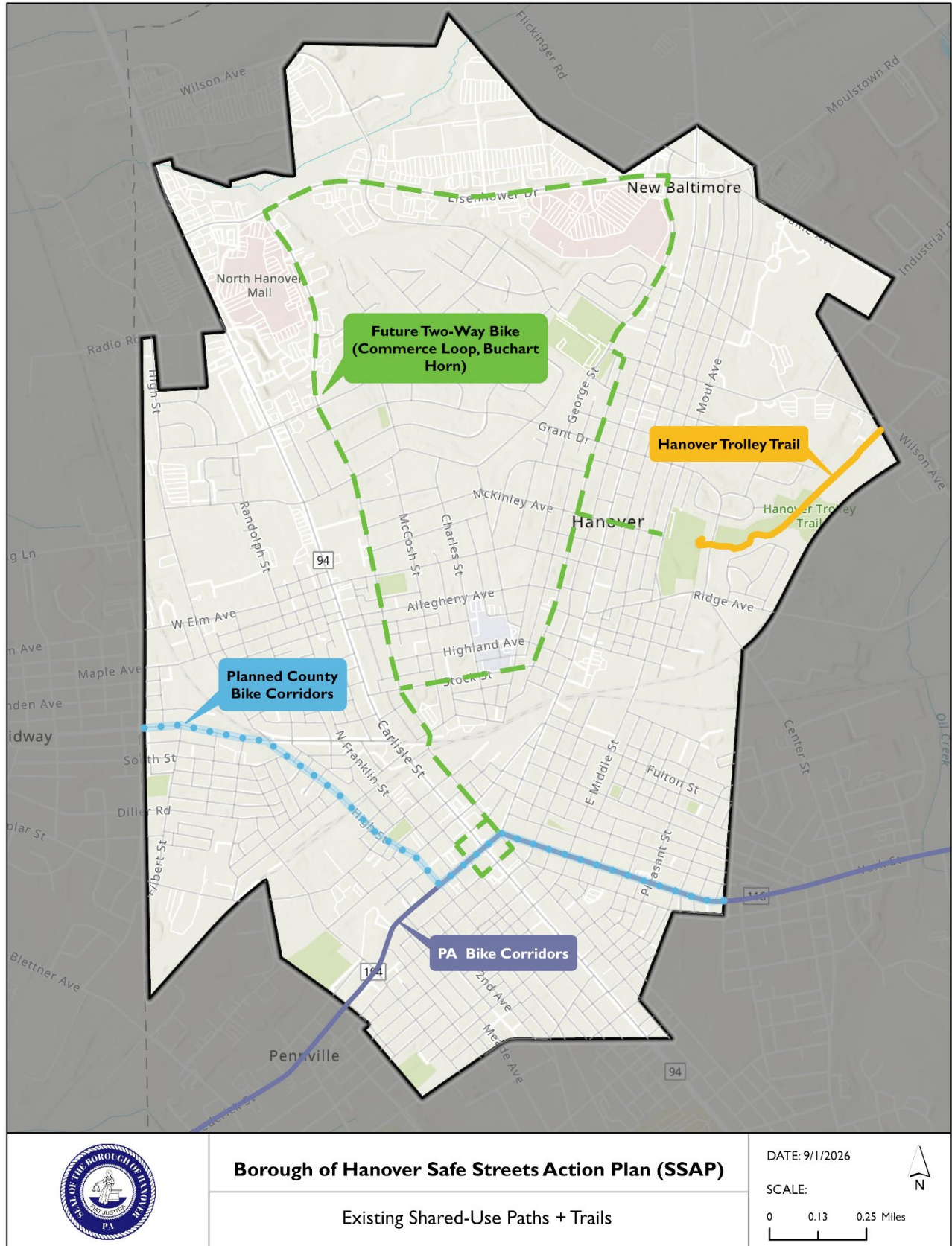


Figure 8. Existing Shared Use Paths + Trails

6.2 Network Volumes

The network volumes for vehicles, bicyclists, pedestrians, and freight traffic were analyzed using the mobility data platform, Replica®. This dataset provides insights into which roadways experience the highest traffic volumes for specific modes of transportation. This information can then be compared with relevant crash data for each mode, as well as the availability of existing infrastructure.

Roadways with the Highest Vehicular Volume

In Hanover, the roadways with the highest vehicular volumes include Carlisle Street/Baltimore Street, W Elm Ave, N Railroad Street, Eisenhower Drive, George Street, York Street, Frederick Street, and Broadway (see Figure 9).

Roadways with the Highest Pedestrian Volume

The roadways with the highest pedestrian volumes in Hanover are Carlisle Street/Baltimore Street, Eisenhower Drive, Wilson Avenue, Penn Street, and Maple Avenue (see Figure 10).

Roadways with the Highest Bicyclist Volume

For bicyclists, the roadways with the highest volumes include High Street/Kindig Lane, Dart Drive, Moul Avenue, High Street/Centennial Avenue, Frederick Street, Eichelberger Street/North Railroad Street, and George Street (see Figure 11).

Roadways with the Highest Freight Volume

Additionally, the roadways with the highest freight volumes in Hanover are Carlisle Street, York Street, Moulstown Road, Frederick Street, Broadway, West Elm Street, Wilson Avenue, East Chestnut Street, and Baltimore Street (see Figure 12).



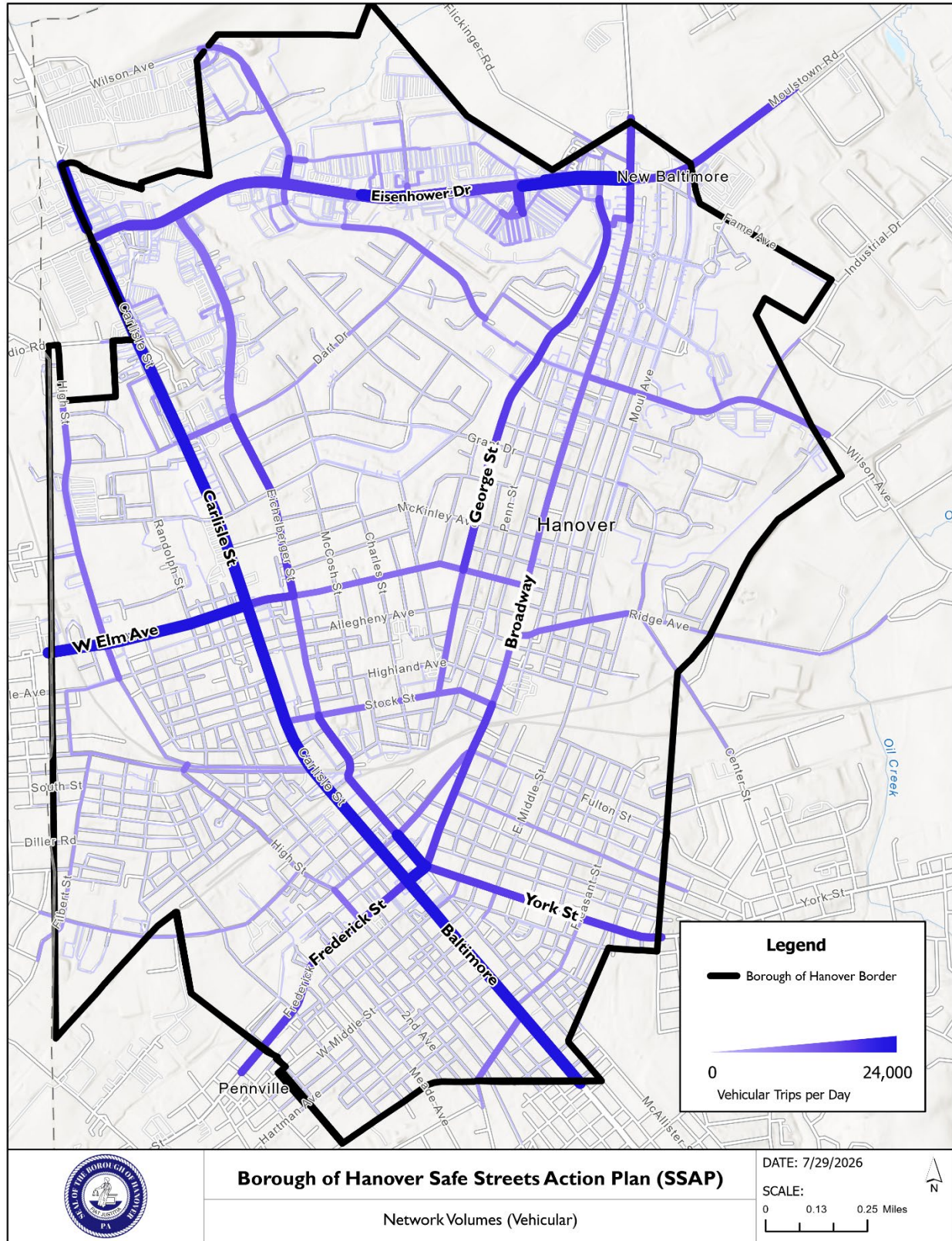


Figure 9. Network Volumes (Vehicular)



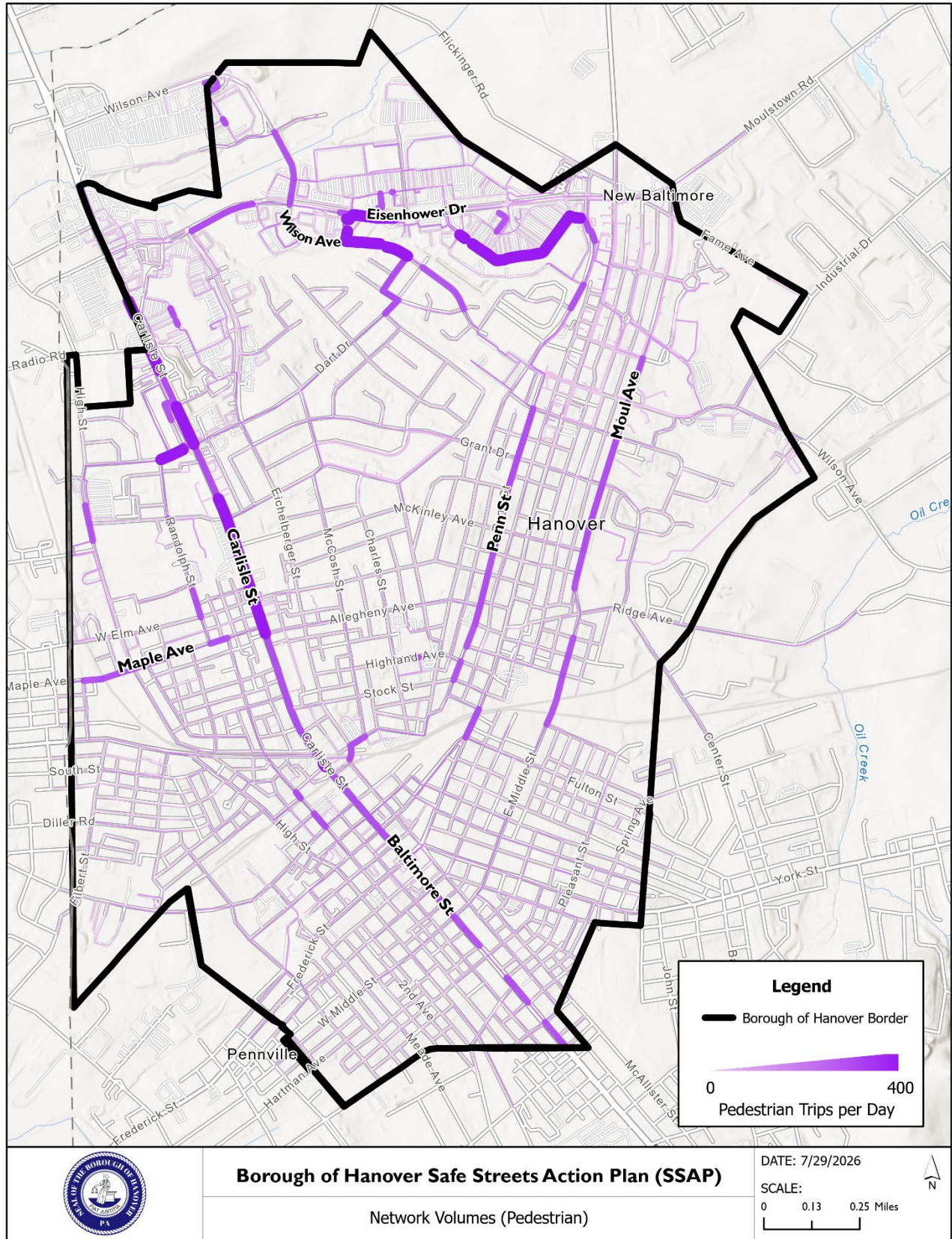


Figure 10. Network Volumes (Pedestrian)



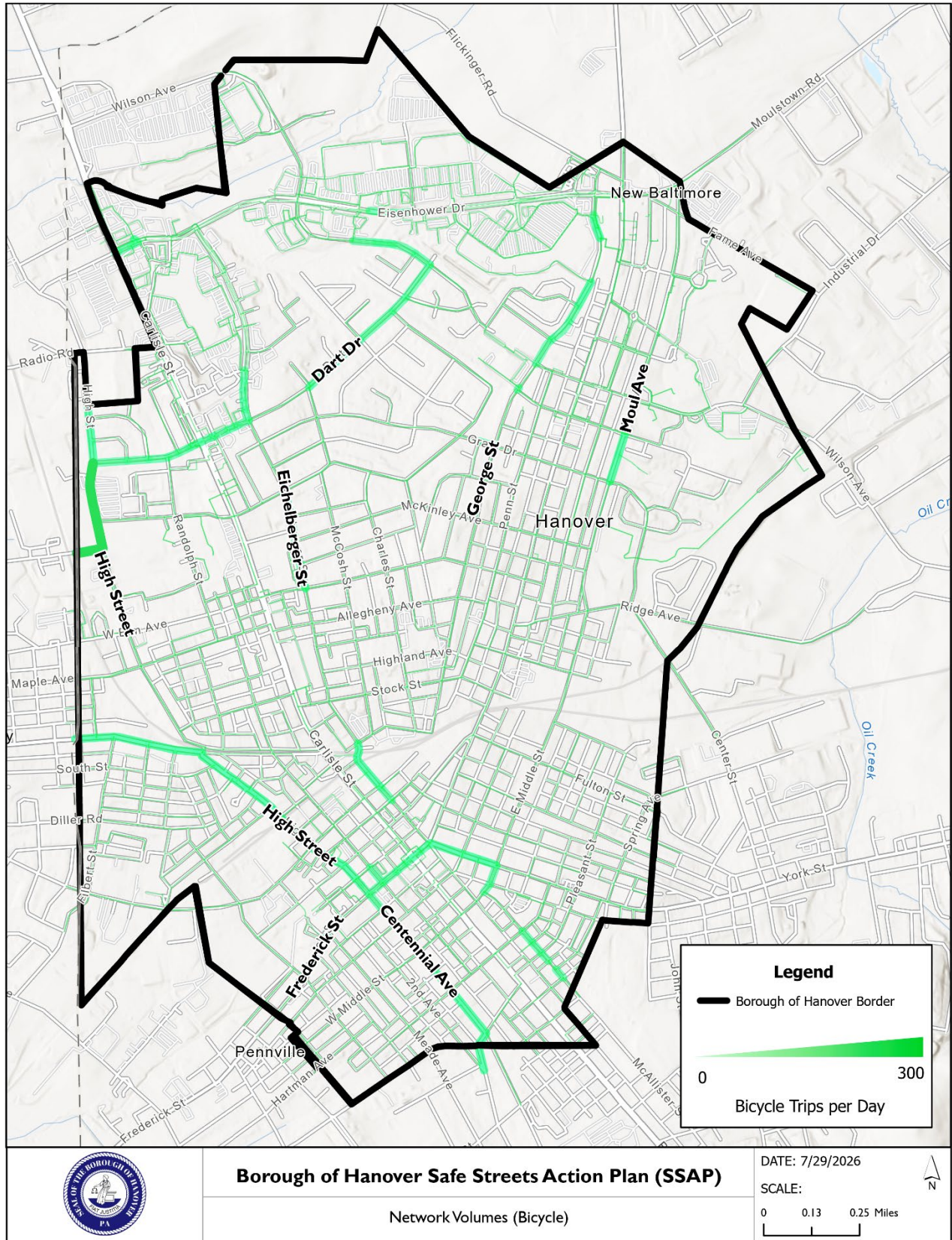


Figure 11. Network Volumes (Bicycle)

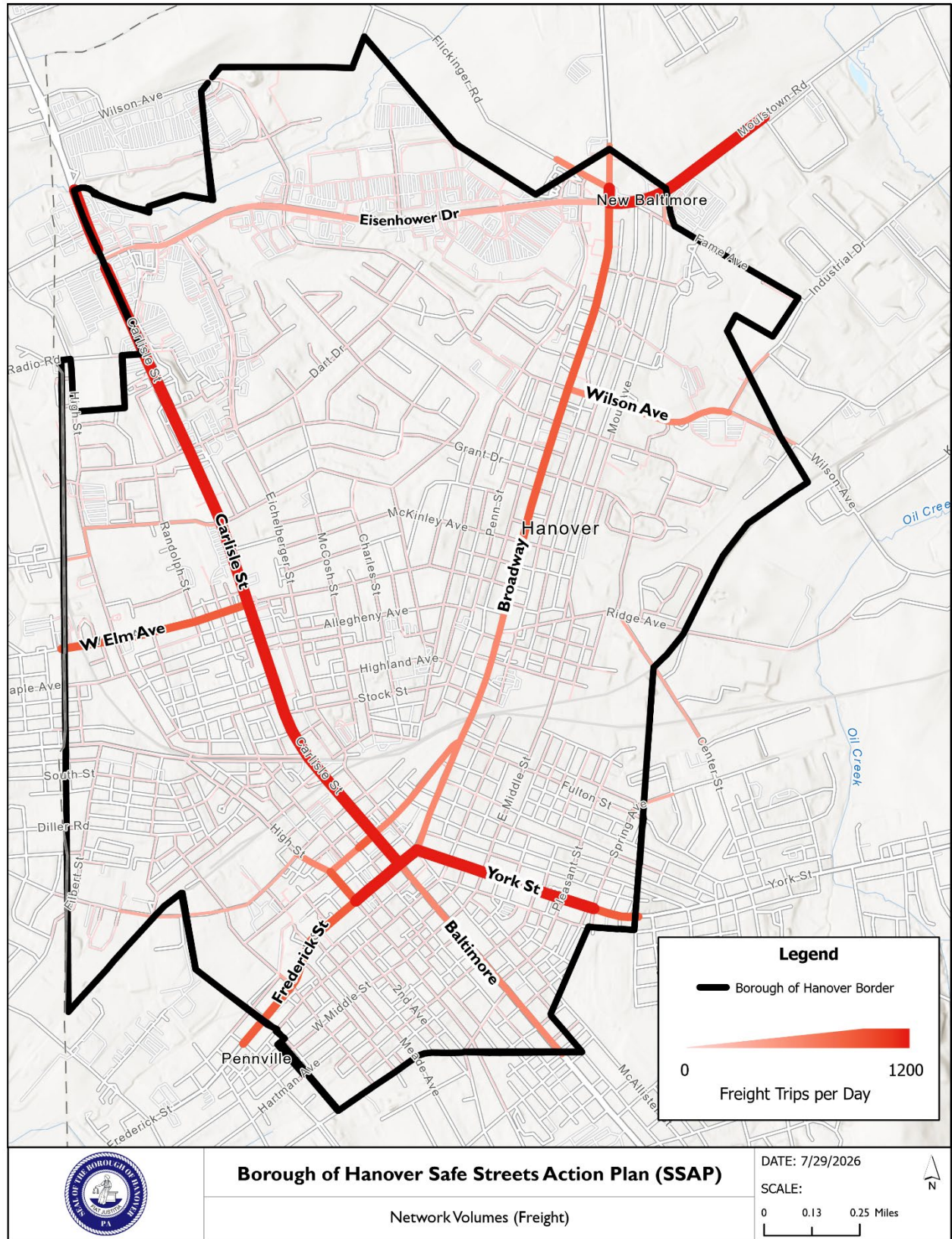


Figure 12. Network Volumes (Freight)

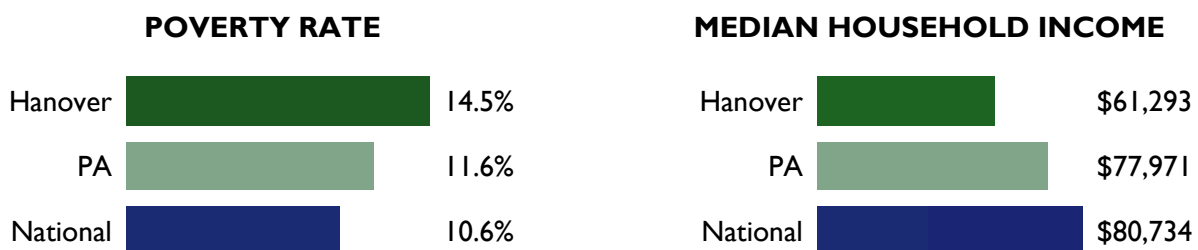


7. Equity and Underserved Communities Assessment

The Borough of Hanover is predominantly identified as an Environmental Justice community according to the Pennsylvania Department of Environmental Protection's PennEnviroScreen and is characterized by notable disparities in income, poverty rates, and demographics. Members of low-income communities often rely on non-motorized transportation such as walking and cycling to access essential daily services, including school, jobs, and healthcare. These modes of transportation are not merely alternative options; they are often the primary mode for many individuals. Investing in infrastructure that prioritizes the safety and efficiency of walking and cycling routes is crucial to supporting low-income residents. Developing well-designed sidewalks, bike lanes, and roadway crossings can significantly improve their mobility. This investment not only facilitates greater access to economic opportunities but also leads to improved health outcomes by encouraging physical activity and reducing reliance on motorized transport. Enhanced transportation options can contribute to the revitalization of neighborhoods, fostering a sense of community and promoting local businesses. Overall, creating a safe and accessible environment for non-motorized transportation can greatly benefit low-income residents, leading to more vibrant and economically stable communities.

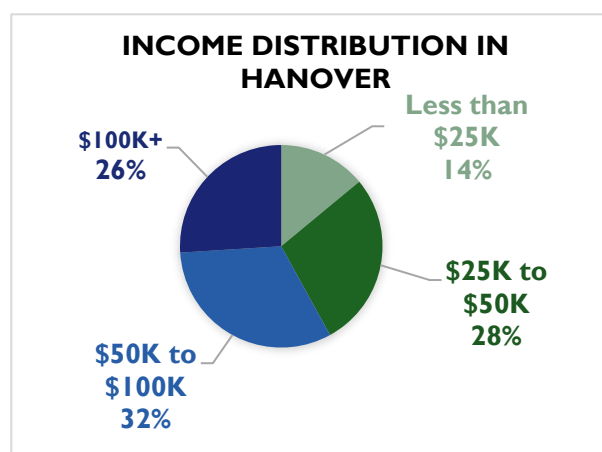
Economic Distress

The 2024 American Community Survey (ACS) 5-year data reveals that in the Borough of Hanover, approximately 14.5% of residents are living below the poverty line. This amount is 2.9% more than the poverty rate in Pennsylvania and 3.9% greater than the national poverty rate. This disparity highlights the economic challenges faced by many individuals and families within the community, highlighting the need for investment in safe and efficient non-motorized transportation facilities.



Hanover's income distribution reflects a community with income inequality where a large portion of residents face economic distress. Income disparity creates a range of challenges for low-income residents, impacting their quality of life and limiting their opportunities for growth and development.

As shown in Figure 13 *Median Household Income* on the next page, this income disparity can be seen in the ACS data for two census tracts in Hanover: Census tracts 221 and 220. Tract 221 is a federally recognized Persistent Poverty Census tract, which means that this census tract has had a poverty rate of 20% or more for four consecutive measurement periods spanning roughly 30 years. The Persistent Poverty designation identifies areas that have faced sustained economic disadvantages. Census tract 220, while not a Persistent Poverty tract, is also at the 20% poverty level, meaning it has a median household income of 80% of the state's average. Both census tracts have residents that may have limited access to cars or need to limit their use of vehicles due to hardships. The high use routes by cyclists and pedestrians within these two census tracts merit investment in facilities to support the non-motorized mobility of these lower income residents.



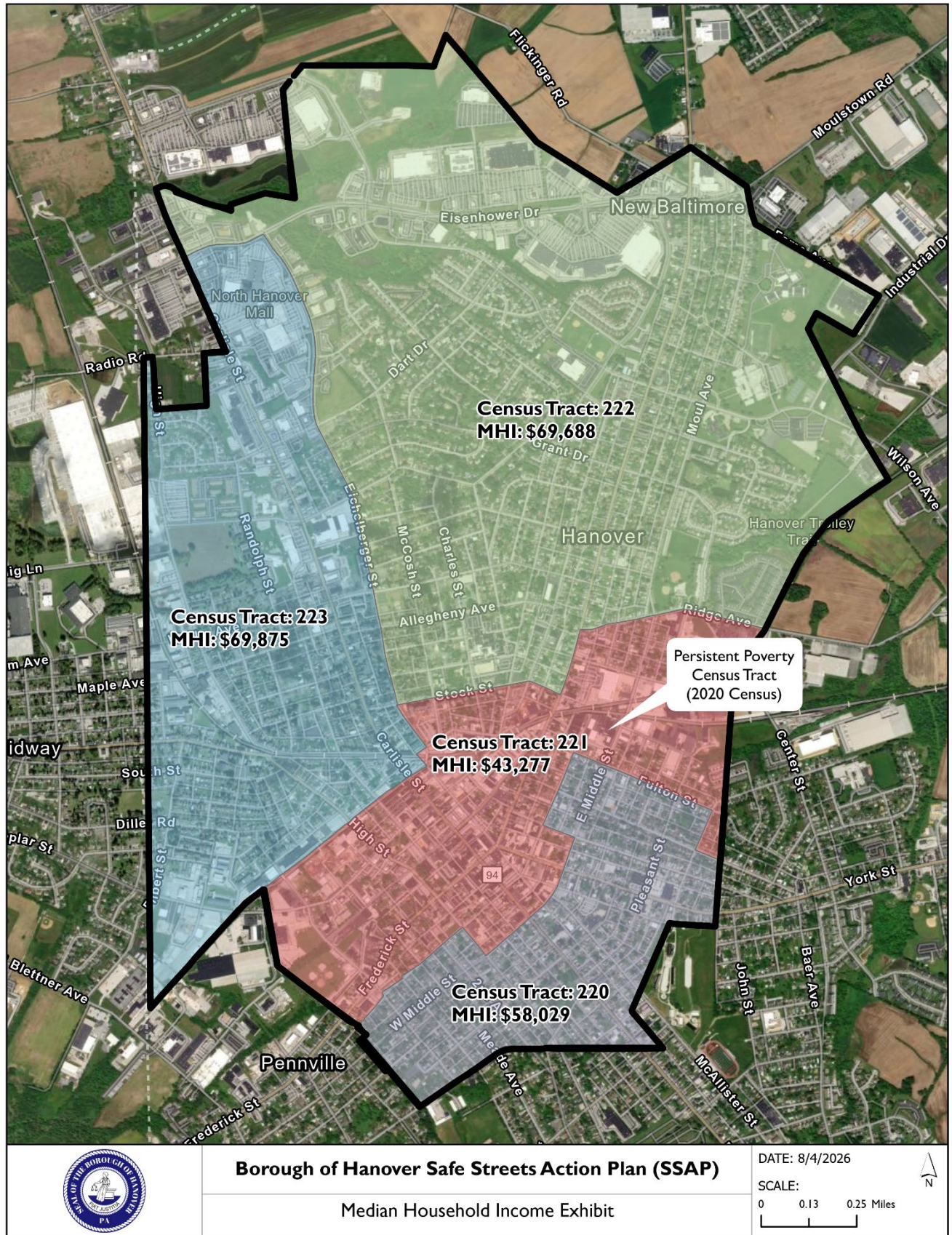


Figure 13. Median Household Income



8. Next Steps

- Further develop the High-Injury Network (HIN) by mode type (pedestrians, bicyclists, motor vehicles, motorcycles, and large trucks (>10,000 lbs)).
- Identify systemic risk factors that should be considered when identifying countermeasures.
- Collect and incorporate public input regarding ‘near-misses,’ through public engagement (informational booth at Oktoberfest and a future event to be determined), as well as through online tools including a survey and interactive map allowing for public feedback on safety concerns and ideas for improvement. All public engagement will provide constituents ample opportunities throughout the process to provide input that will be earnestly considered.
- Develop a countermeasure toolbox that addresses the systemic risk factors through improvements to the roadway infrastructure to address vehicles, pedestrians, and bicyclists; education and outreach programs; and policy and process recommendations.
- Prioritize safety improvement projects through data syntheses in conjunction with feedback from the Borough and stakeholders.

